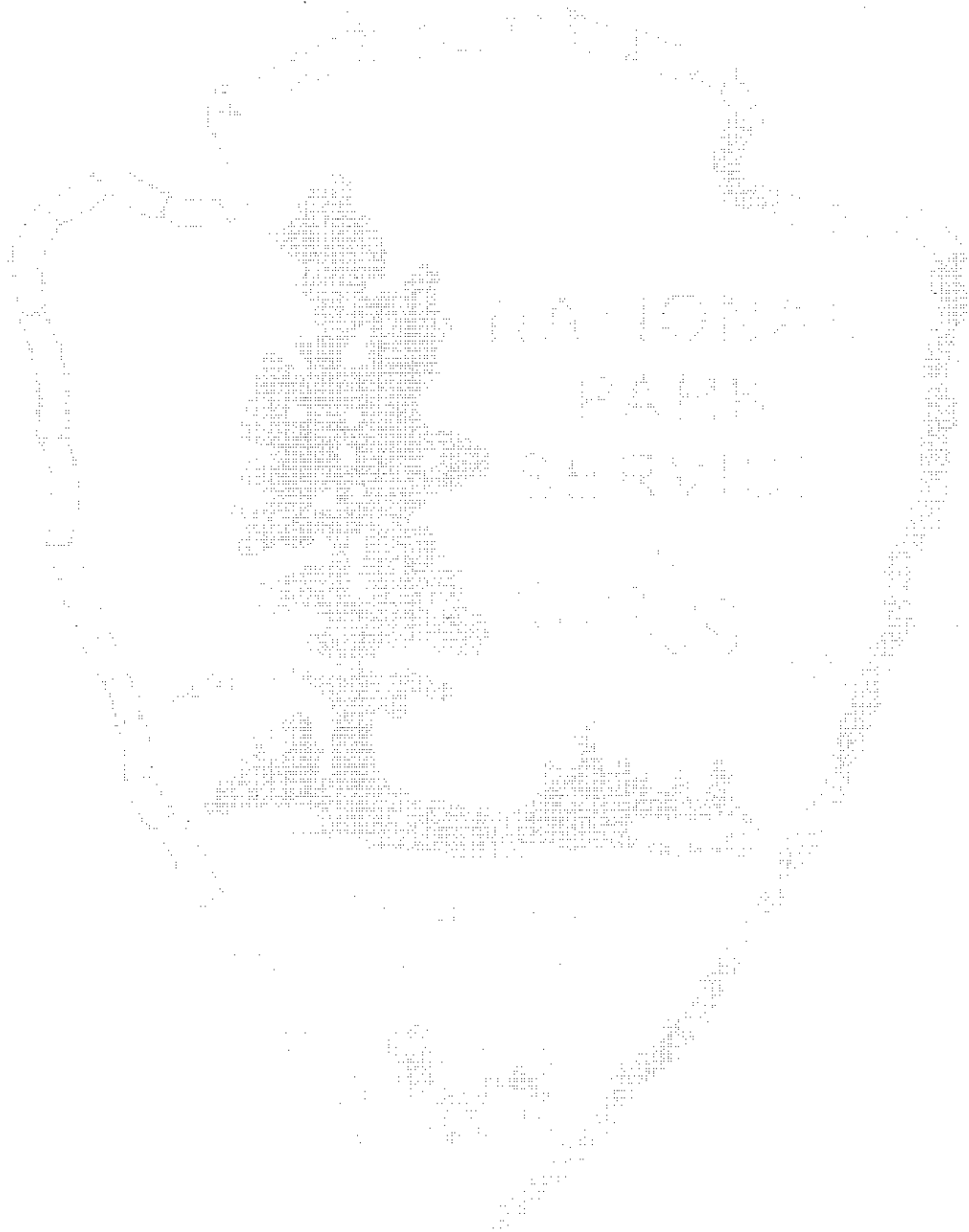


USAR Strategic Plan



USS ARIZONA MEMORIAL NATIONAL PARK SERVICE MISSION STATEMENT

PARK PURPOSE

The purposes for which the National Park Service operates the USS *Arizona* Memorial are:

- To preserve and interpret the tangible historical resources associated with the December 7, 1941 Japanese attack on Pearl Harbor and other military installations on the island of Oahu. Of primary importance are the sunken hull of the USS *Arizona*, which serves as the final resting place for many of the battleship's sailors and marines killed in that attack, and the memorial structure which straddles the ship and is dedicated to all who lost their lives on December 7, 1941.
- To interpret the historical events which led up to and which were a direct result of the December 7 attack.
- To preserve and interpret the intangible historical values -- the memories, attitudes, and traditions of those individuals who were present at or had intimate first-hand knowledge of the historic events which took place on December 7, 1941.

SIGNIFICANCE

The resources at the USS *Arizona* Memorial are nationally significant because:

- At the USS *Arizona* Memorial, the National Park Service honors and commemorates the American servicemen and civilians who lost their lives during the December 7, 1941 attack. This attack is one of the most well remembered and significant events in the history of our nation. Many military sites on the island of Oahu were attacked; 2,388 Americans were killed as a result of the attack; over 320 aircraft were destroyed or damaged and 21 vessels were sunk or damaged.
- The Pearl Harbor attack acted as a catalyst in bringing the United States fully and actively into World War II and as a rallying cry to unify the country in that cause.
- The USS *Arizona* represents the greatest loss of life in American Naval history. Because the sunken hull of the USS *Arizona* remains in place and its

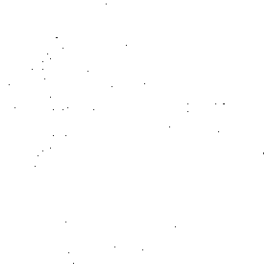
1,177 casualties accounted for almost half of all the casualties sustained that day, the sunken battleship became a tomb, a symbol of commemoration and place of remembrance for the December 7, 1941 attack.

- The salvage of the Pacific Fleet at Pearl Harbor is considered the greatest maritime salvage operation in history.
- The events of December 7, 1941 and its aftermath profoundly affected the people of Hawaii.

Strategic Plan USS *Arizona* Memorial

FY2005 – 2008

October 1, 2004 – September 30, 2008



Prepared By:
Date:

C. Bernard Doyle, Chief Ranger
February 3, 2005

Title Page:

STRATEGIC PLAN

For the USS Arizona Memorial.

OCTOBER 1, 2005 - SEPTEMBER 30, 2008

Results Act and Planning Cycle:

PREFACE

This five-year Strategic Plan has been written for one or more units of the greater National Park System administered by the National Park Service, U.S. Department of the Interior. The National Park System preserves outstanding representations of America's natural, cultural, and recreational resources of national significance. These resources constitute a significant part of America's heritage, character, and future. The National Park Service not only directly and indirectly preserves these national treasures; it also makes them available to millions of visitors from throughout the country and the world every year.

This Strategic Plan was written to fulfill the requirements of Section 104 of the National Parks Omnibus Management Act of 1998. This legislation requires all field units of the National Park System prepare Strategic Plans and Annual Performance Plans consistent with the Government Performance and Results Act of 1993 and make these documents available to the public. The law was a catalyst for our staff to examine its fundamental mission and to take a fresh, longer range view, in precise terms, of what results or outcomes we needed to achieve to more effectively and efficiently accomplish that mission.

The Government Performance and Results Act (GPRA) is one of the most recent and comprehensive of a number of laws and executive orders directing federal agencies to join the "performance management revolution" already embraced by private industry and many local, state, and national governments. Performance management ensures that daily actions and expenditure of resources are guided by long- and short-term goal setting in pursuit of accomplishing an organization's primary mission, followed by performance measurement and evaluation. Importantly, GPRA mandates that long-term and annual goals be results or outcomes rather than outputs (activities, products, or services) and that they be "objective, quantifiable, and measurable" so that performance can be adequately measured and reported, and progress on mission accomplishment assessed.

GPRA requires federal agencies to develop and use three primary documents in conducting their business. These documents are also to be submitted to the Congress and the Office of Management and Budget (OMB):

1. Strategic Plan of no less than five years duration, reviewed and revised every three years, and containing:
 - * mission statement based in law, executive order, etc.;
 - * long-term goals, which are objective, quantified, and measurable, to accomplish mission;
 - * how goals will be accomplished, is the plan data and narrative showing "...operational processes, skills and technology, and the human, capital, information and other resources required to meet those goals...";
 - * relationship of annual goals to long term goals, a description of how long term goals are carried out in annual goal increments;
 - * key external factors which could positively or negatively affect goal accomplishment;
 - * GPRA also requires consultation with affected and interested parties in the development of the Strategic Plan, and it requires that the plan be
 - * developed by federal employees (versus contractors, etc.).
2. Annual Performance Plan tiered off the Strategic Plan each year, showing how long term goals will be accomplished in annual increments, and containing:
 - * annual goals to incrementally achieve long-term goals in Strategic Plan;
 - * annual work plan explaining how annual goals will be accomplished - "briefly describe the operational processes, skills and technology, and the human, capital, information and other resources required to meet the performance goals...." and
 - * basis for measuring results - "...provide a basis for comparing actual program results with the established performance goals...."
3. Annual Performance Report reviewing each year's successes and failures and identifying areas where activities or goals need to be revised in the future, addressing:
 - * what annual goals were met or exceeded;

- * what annual goals were not met;
- * why annual goals were not met; and
- * what remedial action will be taken for goals not met.

ABOUT THIS PLAN

In consultation with Congress, OMB and other interested parties, the National Park Service (NPS) developed its own GPRA implementation process. In 2004 the Department of the Interior (DOI) produced a Strategic Plan requiring all agencies in the Department to be aligned with. It is available on the Internet at http://www.doi.gov/ppp/strat_plan_fy2003_2008.pdf.

Individual park plans address the long-term goals in the NPS and DOI plans that are appropriate to the individual units as parts of the overall National Park System and its mission. Then they add goals specific to their own legislative mandates, missions, resources, visitor services, and issues. The park plans, then, are a blend of national and local priorities and goals.

This Strategic Plan follows that pattern. It contains a mission statement born out of the NPS organic act as well as the specific legislation or proclamation establishing the park. It contains mission goals, closely paralleling the "servicewide" mission goals that illustrate in broad brushstroke what we do far beyond five years - "in perpetuity" - to accomplish our stated mission. It then contains long-term goals, which target in quantifiable, measurable ways what we will accomplish in the next four years toward achieving our overall mission goals and mission. The long-term goals address both appropriate "servicewide" goals as well as park-specific outcomes. The goal numbering protocol follows that of the NPS plan with park-specific suffixes. Since not all servicewide goals apply to every park, some numbers may be skipped. In addition, there are numbers containing 0's which are not in the servicewide plan and indicate park-specific goals.

Each long-term goal is repeated with one or more explanatory paragraphs that give background, detail, and other information useful to help the reader understand the goal as well as to sketch in how the goal will be accomplished. The figures in the tables and narrative for each goal contain any general information about "How Goals will be Accomplished", including staffing, fiscal, infrastructure, and other resources available to achieve the plan's long-term goals.

It should be noted that the goals in this plan are generally predicated on "flat budgets". Other than increases for inflation, we assumed no major increases in funding. Where increases in appropriations are known or are likely, they were taken into account. Where other funding sources (donations, fee revenues, etc.) are "reasonably assured", they too are taken into consideration when setting performance targets. Obviously, limits on funding constrain what can be accomplished toward our goals and mission. GPRA, however, is distinctly not about discussing budget shortfalls or requesting or justifying additional funding. Rather it is about planning, managing, and communicating what we can accomplish with the resources we already have while at the same, providing accountability for those resources.

Each year that the Strategic Plan is in effect, there will be a companion Annual Performance Plan which shows in annual goals, that year's targeted incremental achievement of each long-term goal, and a work plan for accomplishing that increment. Each year there will also be an Annual Performance Report discussing actual achievement of the prior year's annual goals and progress on long-term goals.

Copies of this Strategic Plan can be requested from the superintendent. Questions and comments are welcome and encouraged and can be addressed to the superintendent. Copies of the most current Annual Performance Plan and Annual Performance Report are also available on request, with questions and comments equally welcome.

Park Background Information:

Legislation and Mission Statement

The USS Arizona Memorial was established by Public Law 85-344, March 15, 1958 which authorized construction and maintenance of the USS Arizona Memorial and museum. Public Law 87-201, September 6, 1961, authorized appropriations for the construction of the memorial. On March 21, 1980, the Navy authorized the National Park Service to operate the USS Arizona Memorial through a Use Agreement. It is located 7.5 miles from downtown Honolulu, Hawaii. Containing 11 acres, the park preserves and interprets the tangible historical resources associated with the December 7, 1941 Japanese attack on Pearl Harbor and other military installations on the island of Oahu. Of primary importance are the sunken hull of the USS Arizona, which serves as the final resting place for many of the battleship's sailors and marines killed in that attack, and the memorial structure which straddles the ship and is dedicated to all those US military that lost their lives on December 7, 1941. The park also interprets the historical events which led up to and which were a direct result of the December 7th attack. The park was also established to preserve and interpret the intangible historical values -- the memories, attitudes, and traditions of those individuals who were present at or had intimate firsthand knowledge of the historic events which took place on December 7, 1941. This valuable part of America's heritage is made available to approximately 1.5 million international visitors each year for their experience, enlightenment, understanding, and appreciation.

Significance

The resources at the USS Arizona Memorial are nationally significant because:

- * At the USS Arizona Memorial, the National Park Service honors and commemorates the American servicemen and civilians who lost their lives during the December 7, 1941 attack. This attack is one of the most well remembered and significant events in the history of our nation. Many military sites on the island of Oahu were attacked; 2390 Americans were killed as a result of the attack; over 320 aircraft were destroyed or damaged and 21 vessels were sunk or damaged.
- * The Pearl Harbor attack acted as a catalyst in bringing the United States fully and actively into World War II and as a rallying cry to unify the country in that cause.
- * The USS Arizona represents the greatest loss of life on a military vessel in American Naval history. The sunken hull of the USS Arizona remains in place and its 1,177 casualties accounted for almost half of all the casualties sustained that day. The sunken battleship became a tomb and therefore a symbol of commemoration and place of remembrance for the December 7, 1941 attack.
- * The salvage of the Pacific Fleet at Pearl Harbor is considered the greatest maritime salvage operation in history.
- * The events of December 7, 1941 and its aftermath profoundly affected the people of Hawaii.

Accomplishing Goals

We plan to accomplish our goals using the organization, facilities, and financial resources summarized below. These paragraphs should give our partners, stakeholders, and the public a better understanding of what we are trying to accomplish, and how we plan to do it.

Organization

The USS Arizona Memorial staff is lead by a superintendent. Staff is organized into three operating teams: 1) Law Enforcement, Interpretation and Resource Management, 2) Maintenance, and 3) Administration. It is a future goal to update the park organizational chart and divide these into five teams with each specialty identified answering directly to the superintendent or an assistant superintendent. Staff expertise and specialties on the Law Enforcement, Interpretation, Resource Management Team include 1 chief ranger, 1 deputy chief ranger, 7 permanent park rangers, 1 historian, 1 curator, 2 projectionists, 1 permanent park guide, and approximately 16 seasonal park guides (8 seasonals for six months and then another 8 seasonals for six months). It is the hope of park management to convert the seasonal guides to 8 permanent guides and bring on one additional seasonal in the summer. This would bring the park into compliance with regulations and save

time and money in recruitment, hiring, training and would promote continuity. The Maintenance Team includes 1 facility manager, 1 work leader, 3 maintenance workers, 1 permanent custodian/grounds worker, 2 permanent custodians, and 2 or 3 seasonal custodians. The Administration Team is made up of 1 administrative officer, 1 human relations specialist/administrative technician, and 1 supply technician.

Our staff will be supplemented and assisted by various other National Park Service (NPS) sites and central offices, and/or other partners or organizations. The US Navy will be the contracting officer for the construction of a replacement visitor center and museum facility and a separate headquarters building. This will ensure we have satisfactory facilities to achieve appropriate goals. The Western Archaeological Conservation Center will continue to assist with our collections so we can make informed decisions about our artifacts. The Submerged Resources Center will assist with research and monitoring on the USS Arizona. The University of Hawaii is assisting in the partnership between NOAA and The NPS to manage a Japanese mini-submarine found off the coast of Pearl Harbor that was involved in the December 7, 1941 attack.

The Arizona Memorial Museum Association (AMMA) who operates and manages the bookstore will continue to provide valuable assistance for education, interpretation, and research. AMMA was requested by the NPS to raise funds for the replacement visitor center and museum. As a result AMMA is in the process of a major, 34 million dollar, capital fundraising campaign.

Increasing visitation is always a desire but it is important not to do so at the expense of the visitor experience or the resource. It is the desire of park management to institute a partial reservation system. This would enhance the visitor experience for those that wanted to take advantage of it. Currently the program tickets are first come first serve so the park gets inundated with visitors in the morning and tickets can be gone by 11:00 AM. The last program is at 3:00 PM so that means people may have to wait up to four hours. It is not uncommon to have 20 to 30 empty seats for a program because visitors elected not to return. A reservation system would improve this and other situations and hopefully can be implemented in the future. The park has been told not to move forward with a reservation system of any kind until a law suite, that effects reservations nationwide, has been settled.

Another way to increase visitation would be to extend the hours of operation. This would take a very large base increase so this is a vision for the future and, although considered, beyond the scope of this plan.

Community Relations

It is vital to have quality relationships with the community. The Navy works with us on a variety of issues, from special events, security, construction projects, to building new shuttle boats. The Navy has state and federal money (about twelve million dollars) to replace the visitor shuttle boats and has brought us in for consultation and as a stakeholder. Some of our non-profit neighbors include the USS Bowfin Submarine Museum and Park, the USS Missouri, and the Pearl Harbor Historic Trail. The trail has minimal visitation but does start within the park and would like to increase their visitation.

A new neighbor is Ford Island Ventures (FIV) which has leased the property between the Bowfin and the USS Arizona Memorial from the Navy for 65 years. FIV is a for profit company and in the lease with the Navy it says they can operate commercial ventures. The concern is that FIV will put one or more of the non-profits out of business. Many consider this area sacred and feel it should not be commercialized. FIV says they will maintain a 1942 theme, have people answer questions about all the sites in the area, and will bring more business to the Bowfin and Missouri, not take it away. The result remains to be seen because FIV has not completed their development.

Facilities

Park facilities for accomplishing our goals includes: 1 visitor center with exhibits, 2 theaters, 1 museum, 1 maintenance building, a small concession operation, support offices and the memorial. The capital campaign mentioned, and the decision to replace the visitor center was not made lightly. The NPS had two separate

engineering companies evaluate the structural integrity of the building. Both firms determined independently that even with modifications the existing visitor center had a life expectancy of three to eight years from now (2008 - 2012). In addition, the current visitor center and museum was designed to accommodate about 750,000 visitors a year while on average we receive 1.5 million per year. The inadequacies of the bathroom facilities alone warrant new restrooms not to mention poor pedestrian traffic flow and circulation.

In the past the park, USS Arizona Memorial, listed seven structures on their List of Classified Structures. In the five year plan that number has been adjusted to reflect the structures that are included within our use agreement and land assignment with the Navy. Those are: the USS Arizona, the memorial above her, and the Circle of Remembrance exhibit. In the future we will pursue a memorandum of understanding with the Navy about the: USS Utah, mooring quays, and plaques, and any others that we feel are appropriate.

It is the hope of the superintendent to acquire six bungalows on Ford Island from the Navy. These were non-commissioned officer's homes built in the 1920s and 1930s and are the last homes like this in the area. Sailors and Marines sought protection in these buildings during the attack. In addition, saving these structures would protect the view shed and soundscape from the memorial. They would be used for offices, storage of artifacts, and a dive locker which is desperately needed. The Navy wants the NPS to have these structures and is currently in negotiations to lease them to us at no cost. The homes need a lot of work but cultural specialists believe they are well worth saving. A hazardous analysis was done of the bungalows and upon the completion of that the regional office has been supportive of the park acquiring those buildings.

Financial Resources

Financial resources available to achieve the park's goals include an annual base operating budget of approximately \$2,700,000, which funds a work force of 32 permanent positions and 17 seasonal positions. Last year this work force was supplemented by 17,486 hours of Volunteers-in-Parks service. The Arizona Memorial Museum Association contributes about \$500,000 for educational programs and the park receives about \$300,000 in donations. Achieving our performance targets is critically dependent on our base funding and on these additional project funds, volunteer assistance, partnerships, and donations. Therefore, in order to plan and organize our goals, and the work to accomplish them, all funding and staffing sources and major alternative sources of support and work have been estimated and included in developing our plan.

Please note that the goals in this plan assume a "flat budget". Other than increases for inflation, we assumed no major increases in funding. Where increases in appropriations were known or are likely, they were taken into account. Where other funding sources (donations, fee revenues, etc.) were "reasonably assured", they too were taken into consideration when setting performance targets. Obviously, limits on funding constrain what can be accomplished toward our goals and mission. GPRA, however, is distinctly not about discussing budget shortfalls or requesting or justifying additional funding. Rather it is about planning, managing, and communicating what we can accomplish with what we already have.

Resource Assessment

The resource assessment establishes the availability of human and fiscal resources, the condition of the park natural, cultural, and recreational resources and the condition of the visitor experience. The assessment of resources assists the park in developing realistic and meaningful long term goals and helps identify potential organizational improvements.

Natural Resources

The USS Arizona is home to a large collection of vertebrate and invertebrate natural resources. The natural process of biofouling has significantly contributed to the preservation of the ship. This biofouling has provided the basis for the ship's transformation into an artificial reef. Perhaps most notable of the ship's natural resources is the endangered Green Sea Turtle, many of which make the ship their home. As such, the management of the natural resources plays an important role in both the natural and cultural preservation of

the park.

Cultural Resources

The USS Arizona Memorial is one of the most important historical sites within the National Park Service both for the importance of the event it commemorates and its relevance to the events of September 11, 2001. The submerged USS Arizona is the most significant physical remains of the Japanese attack on Oahu. Older visitors who may have lived through the era of World War II and younger visitors who have only read about the event come to the site to make the physical connection to this terrible day in American history. The recent nature of the attack has contributed to an unusual range of interpretive resources for the USS Arizona Memorial. The most significant of these resources are the actual survivors, many of whom volunteer at the park or add to its growing collection.

USS Arizona

The primary cultural resource of the park is the ship USS Arizona. Due to the submerged nature of the remaining hulk, the actual condition of the ship is difficult to determine. Approximately 90% of the exterior hull structure of the ship has been surveyed, while less than 5% of the interior spaces have been surveyed by Remote Operating Vehicle (ROV). The ship is a maritime grave and war tomb. It holds the remains of over 900 sailors and Marines whose bodies were never recovered. The Arizona is a resource of highest quality; its size and location have helped to ensure its preservation. The memorial structure above the ship, while over 40 years old, has acquired a considerable amount of historical significance and is recorded on the park's List of Classified Structures (LCS). The memorial shrine wall lists the names of the 1,177 sailors and Marines who lost their lives as a result of the attack, in addition to the names of those survivors who have had their ashes interred on the ship since 1980.

List of Classified Structures

There are seven structures listed on the List of Classified Structures for the USS Arizona Memorial; the USS Arizona, the USS Arizona Memorial, the USS Arizona and Vestal Quays, the Pearl Harbor Naval Base Pearl Harbor NHL, the Remembrance Exhibit, the USS Utah, and the USS Utah Memorial. Four of the structures are listed in "good" condition. The USS Arizona and USS Utah are listed in "unknown" condition. The Remembrance Exhibit is listed as "fair" condition due to corrosion on the topographic map display.

Museum Collection

Currently there are approximately 4,400 catalogued items in the museum collection with an additional 30,000 items (the 14th Naval District Photo Collection) presently being catalogued. Approximately 450 Pearl Harbor Survivor oral histories have been recorded, many on video tape. These oral histories contain a considerable amount of baseline information and are an irreplaceable resource.

Visitor Use Resources

In 2004, 1.574 million people visited the park. The interpretive program, for which visitors are given the new, free interpretive tickets at the visitor center, consists of a brief talk by a park guide or volunteer, followed by a 23 minute documentary film on the Pearl Harbor attack. Immediately after the film, the guide or volunteer conducts the visitors to the boat landing, where they board a Navy shuttle to the Memorial located adjacent to Ford Island in Pearl Harbor. Visitors disembark on the Memorial to view the ship and the shrine room for approximately 10 minutes, returning to the visitor center on the shuttle boat. The entire program lasts 1 hour and 15 minutes. Tours operate from 8:00 a.m. to 3:00 p.m. and are offered 362 days per year. The visitor center is open separate from the organized tours from 7:30 a.m. to 5:00 p.m. Information is disseminated from the front lobby desk area. A new 7 language audio tour is available for the visitors before beginning the program that enables them to better understand what they are about to experience on the boat, at the Memorial and back at the visitor center and museum. The audio program is available for \$5, a portion of which

is returned to fund educational programs at the park through the park cooperating association, the Arizona Memorial Museum Association.

Prior to or following the tour, visitors may explore the museum and browse through the bookstore operated by the Arizona Memorial Museum Association. Other facilities in the visitor center include a small snack area, central courtyard, restrooms and administrative areas. The lawn behind the visitor center offers wayside exhibits explaining different aspects of the December 7th attack. The Remembrance Exhibit is also located on the back lawn known as the lanai. The Remembrance Exhibit lists the names of those who lost their lives at locations other than the USS Arizona as a result of the attack on the island. Expansive lawn areas with shade trees are available for visitors waiting for their tours. The areas are used by family and tour groups for relaxation, picnicking, and quiet reflection.

Emergency Services and Visitor Protection

Since September 11, 2001, protection of the USS Arizona Memorial managed by the National Park Service (NPS), U.S. Department of Interior has changed. The Memorial is considered a possible "soft" (non-military) target. The U.S. Navy has directed the NPS to institute major security measures. In 2004, A Deputy Chief Ranger was hired, this person is the senior law enforcement officer at the USS Arizona Memorial. He is in charge of law enforcement, physical security, emergency medical operations (EMS), anti-terrorism, safety, and the coordination of multiple agencies in achieving this mission. He also serves as the Contracting Technical Representative for a six guard security contingent. In 2004, one additional park ranger (protection) was hired. In FY-05 a second field ranger will be hired. In addition to the permanent NPS employees hired, a security company was contracted to provide three security guards 10 hours daily. One of the guards works the check point to ensure that no bags are carried into the visitor center. The security guards have been an effective deterrent to criminals who break into cars. Emergency services are provided to visitors by Federal Fire stationed at Naval Station Pearl harbor. Federal Fire can respond in less than five minutes and can provide full Advance Life Support Systems and transportation to local hospitals.

Key External Factors Affecting Plan's Accomplishment

While park management and staff can plan, manage, and largely control much of what occurs in the park, other things they can only influence, especially things external to park boundaries. Some things, such as natural events, they have no control over whatsoever. In developing the USS Arizona Memorial's Strategic Plan and its long-term goals, it was important to take into consideration key external factors that could negatively or positively affect goal outcomes. A few of the most important or most likely are identified briefly below. This is by no means an exhaustive list but simply those that are most likely to influence outcomes as viewed at the time of writing the plan.

Consultation in Plan Preparation

GPRA requires that Congress, OMB, and other interested and affected parties be consulted in the development of Strategic Plans. Congress and OMB, as well as the Department of the Interior, were extensively consulted in the development of the DOI and NPS servicewide plan. In the development of the USS Arizona Memorial's local Strategic Plan, the following individuals and/or organizations were consulted at various stages of development as indicated. The plan further expands on the previous plan with extensive discussion among those parties directly involved in managing the process and who have first hand knowledge of the resource affected. (The last public review process occurred in September, 1997. No comments were received)

Strategic Plan Preparers

The following park staff members were intimately and extensively involved in preparing this strategic plan:

- (1) Douglas A. Lentz, Park Superintendent

- (2) C. Bernard Doyle, Chief Ranger, Park GPRA Coordinator and plan author
- (3) Marshall Owens, Park Museum Curator, Dive Officer and Resource Manager
- (4) Daniel Martinez, Park Historian
- (5) Jeff Woods, Park Deputy Chief Ranger (Senior Visitor Protection Specialist/Planner and Safety Officer)
- (6) Patricia A. Brown, Park Administrative Officer
- (7) Merry Petrossian, Park Facility Manager, Chief of Maintenance